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Report of the Secretary-General on women and peace and security

I. Introduction

1. The present report is submitted pursuant to the presidential statement of the Security Council dated 26 October 2010 (S/PRST/2010/22), in which the Council requested me to continue to submit an annual report on the implementation of resolution 1325 (2000), and the presidential statement dated 31 October 2012 (S/PRST/2012/23), in which the Council requested me to include information on, inter alia, achievements, gaps and challenges to the implementation of the resolution and the statement. It provides an overview of progress since 2012 in implementing resolution 1325 (2000) and puts forward recommendations for consideration by the Council, Member States and regional organizations. The report draws on information provided by entities of the United Nations system,[1] including field missions and country offices, and contributions from Member States,[2] regional organizations[3] and civil society partners.

[1] Department of Economic and Social Affairs, Department of Field Support, Department of Peacekeeping Operations, Department of Political Affairs, Department of Public Information, Economic Commission for Africa, Economic Commission for Latin America and the Caribbean, Economic and Social Commission for Asia and the Pacific, Economic and Social Commission for Western Asia, Food and Agriculture Organization of the United Nations, International Fund for Agricultural Development, International Labour Organization, International Organization for Migration, Office for the Coordination of Humanitarian Affairs, Office for Disarmament Affairs, Office of the Special Adviser on the Prevention of Genocide, Office of the Special Representative of the Secretary-General on Children and Armed Conflict, Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, Office of the United Nations High Commissioner for Human Rights, Office of the United Nations High Commissioner for Refugees, Joint United Nations Programme on HIV/AIDS, United Nations Peacebuilding Support Office, United Nations Children's Fund, United Nations Development Programme, United Nations Entity for Gender Equality and the Empowerment of Women, United Nations Environment Programme, United Nations Human Settlements Programme, United Nations Office on Drugs and Crime, United Nations Population Fund, United Nations Relief and Works Agency for Palestine Refugees in the Near East, World Food Programme and World Bank.

[2] Argentina, Australia, Austria, Bosnia and Herzegovina, Burkina Faso, Colombia, Congo, Finland, France, Guatemala, Iceland, Indonesia, Italy, Japan, Jordan, Lebanon, Mexico, Norway, Peru, Portugal, Republic of Moldova, Qatar, Spain, Sweden, Switzerland, Thailand, the former Yugoslav Republic of Macedonia, United Kingdom of Great Britain and Northern Ireland and Uruguay.

[3] Commonwealth Secretariat, Council of Europe, European Union, Intergovernmental Authority on Development, Organization of American States, Organization of Islamic Cooperation, Organization for Security and Cooperation in Europe and North Atlantic Treaty Organization.

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II. Overview of progress

2. There has been measurable progress in all areas of the women, peace and security agenda in the form of increased provision of technical resources such as expertise and training. National and regional action plans, the United Nations strategic results framework and other coordination and coherence-building tools, and their use of indicators and data,[4] have made possible a more accurate assessment of the rate of progress and have made gaps more visible. In the areas of prevention and protection, I note the significant heightening of policy and operational focus on monitoring, prevention and prosecution of violence against women in conflict.

3. The Security Council continued to remain seized of this issue, including by adopting a new resolution, 2106 (2013), to strengthen monitoring and prevention of sexual violence in conflict. The resolution invokes core elements of resolution 1325 (2000), including women's political, social and economic empowerment and their participation in conflict prevention and resolution, priority setting and the development of response mechanisms essential to long-term prevention.

A. Prevention

4. During the past year, increased attention has been paid to prevention in relation to conflict-related sexual violence. I call for greater attention to be paid to the full spectrum of security threats faced by women and girls. In this regard, I remain concerned about the quality of gender analysis and actionable recommendations reaching the Security Council.

Gender issues in the work of the Security Council

5. The Security Council has recognized the need for more systematic attention to be paid to the implementation of women, peace and security commitments in its own work (see, for example, S/PRST/2012/23). While improvements have been made in the provision of gender-specific information to the Council (see box 1), including through briefings by my Special Representative on Sexual Violence in Conflict and the Under-Secretary-General/Executive Director of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), analysis shows that linkages between women's participation and security and the core work of United Nations peace operations are often not made.[5] The lack of sex-disaggregated and age-disaggregated data on security threats remains a challenge in some mission settings, meaning that potential action that could contribute to greater security for women may not be taken.

6. I renew my request to all senior officials and field-based entities responsible for reporting to the Security Council to systematically include information on the situation of women and girls in reports and briefings. I will explore options for consistent guidance on this, in particular in country-specific reporting. I also call upon the Council to request such information systematically and to recognize and

[4] Updated data are provided herein against the initial set of indicators presented in S/2010/498, annex.

[5] NGO Working Group on Women, Peace and Security, *Mapping Women, Peace and Security in the UN Security Council: 2011-2012 Report of the NGOWG Monthly Action Points* (New York, 2012).

encourage efforts that explore synergies between its work and that of other intergovernmental bodies (see in this regard A/HRC/23/25).

Box 1

Indicator: Extent to which United Nations peacekeeping and special political missions include information on violations of women's and girls' human rights in their periodic reporting to the Security Council. In 2012, 84 thematic and country-specific reports were submitted to the Security Council. Of the 32 reports by peacekeeping missions, 23 (72 per cent) contained some level of women, peace and security analysis, while 21 (95 per cent) of the 22 reports by special political missions contained such analysis. The priority focus of this analysis in most peacekeeping missions' reports was sexual and gender-based violence, with less emphasis on other human rights violations experienced by women and girls. The priority focus of reports from special political missions was women's political participation, elections, broader human rights concerns and transitional justice issues. Linkages between gender and conflict data and analysis in reports and actionable recommendations are not made consistently.

7. A review of the Council's work in 2012 reveals good examples but also inconsistencies (see box 2). Good practices include ensuring that gender expertise is deployed when missions are established; that regular consultations with women are convened at the beginning of a crisis; and that adequate capacity is in place for investigation of and accountability for human rights violations and abuses.

Box 2

Indicator: Number and type of actions taken by the Security Council related to resolution 1325 (2000). Of the 53 resolutions adopted in 2012, 35 (66 per cent) contained references to women, peace and security, of which 18 (34 per cent) explicitly referred to resolution 1325 (2000), a percentage slightly lower than in previous years (38 per cent in 2011 and 37 per cent in 2010).

Of the 19 resolutions that concerned mission mandate renewals, 9 (47 per cent) had women, peace and security references pertaining to nine country situations (Afghanistan, the Democratic Republic of the Congo, Haiti, Liberia, Libya, Sierra Leone, South Sudan, the Sudan and Timor-Leste). They included references to women's empowerment and participation in political dialogue processes and in elections; the promotion and protection of women's human rights; and the development of police and security institutions accessible and responsive to women. The mandate renewal for Libya called for support for the further development of civil society. The resolutions establishing and renewing the United Nations Supervision Mission in the Syrian Arab Republic (which came to an end on 19 August 2012) contained no references to women, peace and security.

The Security Council requested that specific information should be included on the situation of women in country-specific and thematic briefings and reports by the Secretary-General, including in resolutions on Afghanistan, the Democratic Republic of the Congo, Mali and the Sudan, and in its presidential statement on peacebuilding in the aftermath of conflict. Such requests help to ensure that data and updates on the situation of women and gender-specific concerns are generated.

A notable advancement is the Council's practice with regard to sexual and gender-based violence as designation criteria for targeted sanctions regimes. In 2012, the listing of two individuals in the context of the Democratic Republic of the Congo included sexual and gender-based violence as reasons for designation.

8. The Security Council recognized the contributions of civil society, including women's organizations, through its 2012 open debate, which focused on their contribution to the prevention and resolution of armed conflict (see S/PRST/2012/23) and through informal interactions with Council members at Headquarters and during Council field missions. For example, in 2012, in advance of mandate renewals, Council experts met women civil society representatives from Côte d'Ivoire, the Democratic Republic of the Congo, Iraq, Libya and South Sudan. Through such interactions, the Council receives women's independent perspectives on security threats and recommendations for action (see box 3). The terms of reference for Council missions should continue to include consultations with women leaders and civil society members during missions.

Box 3

Indicator: Extent to which Security Council missions address specific issues affecting women and girls in the terms of reference and mission reports. In 2012, the Security Council undertook three field missions, visiting Haiti, West Africa (Côte d'Ivoire, Liberia and Sierra Leone) and Timor-Leste. The terms of reference for each mission included plans to meet women leaders during each visit, with the exception of the Côte d'Ivoire leg of the West Africa mission. In the mission report for Haiti, the Council's considerations of women's security and education concerns in camps for the displaced in Port-au-Prince after the earthquake were underscored. The members of the mission to Timor-Leste met women's groups to discuss security concerns in the wake of the withdrawal of the United Nations Integrated Mission in Timor-Leste.

Prevention of sexual and gender-based violence

9. Box 4 provides an update on patterns of sexual violence and responses by the United Nations system and other actors, as does my report on sexual violence in conflict (A/67/792-S/2013/149). In that report, I highlight emerging concerns, such as sexual violence against men and boys, in particular in detention; the practice of forced marriage by armed groups; links between sexual violence and natural

resource extraction, security sector reform and disarmament, demobilization and reintegration efforts; and concerns linked to displacement of civilian populations. Progress has been made, including in changes in patrolling practice by United Nations military and civilian peacekeepers, training, civil-military liaison and information gathering, monitoring and reporting, in addition to justice and security responses. Technical expertise is increasingly available through the joint UN-Women/Justice Rapid Response roster of justice experts and the Team of Experts on the Rule of Law and Sexual Violence in Conflict, in addition to Member State efforts such as the team of experts deployed by the United Kingdom of Great Britain and Northern Ireland. In line with the request made in my 2011 report (S/2011/598), UN-Women has, through its joint roster, ensured the deployment of gender crimes investigators to all conflict-related United Nations commissions of inquiry since 2009. Important initiatives have been taken by Member States, such as the adoption in April 2013 by the Group of Eight of a declaration on preventing sexual violence in conflict, in which the Group committed itself to assisting victims of sexual violence in war, preventing further attacks and holding perpetrators responsible for their crimes.

Box 4

Indicator: Patterns of sexual violence in conflict and post-conflict situations. The annex to my report on sexual violence in conflict (A/67/792-S/2013/149) contains a list of parties to conflict that are credibly suspected of committing or being responsible for patterns of rape and other forms of sexual violence in situations of armed conflict in the Central African Republic, Côte d'Ivoire, the Democratic Republic of the Congo, Mali and the Syrian Arab Republic. Mali and the Syrian Arab Republic have been added to the list since 2012, while South Sudan has been removed because there was no information suggesting that the Lord's Resistance Army was operating in the territory during the reporting period. In the report, I also provide information on such parties in Afghanistan, Myanmar, Somalia, South Sudan, the Sudan (Darfur) and Yemen, in addition to listing information on sexual violence in post-conflict situations in Bosnia and Herzegovina, Liberia, Libya, Nepal, Sierra Leone, Sri Lanka and Timor-Leste. The report also contains information on other situations of concern in Angola, Guinea and Kenya.

10. Parallel to more effective mechanisms to prevent and respond to sexual violence in conflict, greater attention needs to be paid to the full range of human rights violations experienced by women, including the gender-specific impacts of forced displacement, family separation, withholding of humanitarian assistance and loss of land, property and livelihood. Human trafficking and early and forced marriage in conflict settings are issues that demand greater attention. A recent study by UN-Women on gender-based violence among Syrian refugees in Jordan found high rates of early marriage. Evidence from a range of settings shows that violent conflict correlates with elevated levels of intrafamily violence.[6] Greater attention

[6] See, for example, Small Arms Survey, "Liberia armed violence assessment: peace without security — violence against women and girls in Liberia", *Issue Brief*, No. 3 (September 2012).

also needs to be paid to the identification and mitigation of risk factors that increase the vulnerability of women and girls during and after conflict.

11. I welcome the agreed conclusions adopted by the Commission on the Status of Women at its fifty-seventh session, in March 2013, in which the Commission urged States to strongly condemn violence against women and girls committed in armed conflict and post-conflict situations, called for accountability and redress and stressed the need to address the root causes of structural violence against women and all physical, mental and sexual and reproductive health consequences of violence against women, including through provision of emergency contraception and safe abortion where permitted by national law (see E/2013/27-E/CN.6/2013/11).

Prevention of sexual exploitation and abuse

12. The United Nations continues to report on measures to prevent and respond to sexual exploitation and abuse by United Nations staff and related personnel (see A/67/766). While in 2012 there was a continued downward trend in the number of allegations and an increase in follow-up with Member States (see box 5), full enforcement of the zero-tolerance policy is imperative, as is the strengthening of reporting mechanisms and services for victims. A team of experts will conduct assessments in the four field missions with the highest number of reported allegations: the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, the United Nations Stabilization Mission in Haiti, the United Nations Mission in Liberia and the United Nations Mission in South Sudan. An independent review shows that the inclusion of references to zero tolerance in the establishment and renewal of mission mandates has been inconsistent.[7]

Box 5

Indicator: Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed and civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases. In 2012, 88 allegations of sexual exploitation and abuse were made across all United Nations entities that reported information (including departments and offices of the Secretariat, agencies, funds and programmes) — a drop from 102 allegations in 2011 (see A/67/766). With regard to personnel in peacekeeping and special political missions, of the 60 allegations (against 31 civilians, 19 military personnel, 9 police personnel and 1 unidentified personnel) reported in 2012, 27 (45 per cent) involved the most egregious forms of sexual exploitation: 30 per cent pertained to allegations of sexual activities with minors and 15 per cent to rape of persons aged 18 or older (15 per cent). Unlike in 2011, there were more allegations against civilians than members of the military in 2012.

[7] Security Council Report, Inc. "Cross-cutting report: women, peace and security — sexual violence in conflict and sanctions", No. 2 (10 April 2013). Available from www.securitycouncilreport.org.

As at 31 December 2012, investigations had been completed into 11 of 60 allegations received in 2012. Of 24 allegations referred in 2012 or earlier, 13 investigations (54 per cent) were to be conducted by troop-contributing countries. In nine of those instances, the Member States involved indicated that they would investigate, while the United Nations undertook investigations in the remaining four instances.

Of 28 allegations against entities other than peacekeeping and special political missions, 57 per cent were under investigation (up from 39 per cent in 2011), 32 per cent were closed owing to unsubstantiated allegations or lack of sufficient evidence (up from 36 per cent) and 11 per cent were substantiated or under review (compared with 25 per cent).

Prevention of other human rights violations

13. In 2012, the Security Council acknowledged that the human rights of women and girls were at particular risk during armed conflict and post-conflict situations and noted that civil society members working on women's human rights issues might be targeted in a number of those situations (see S/PRST/2012/23). In 2013, the Council also expressed its concern about acts of violence against journalists and media personnel in armed conflict (see S/PRST/2013/2). Women journalists in conflict environments face gender-specific threats and violence. Both women and men journalists may suffer repercussions for reporting on women's human rights violations. In January 2013, a male reporter was imprisoned in Somalia for interviewing a woman who alleged that she had been raped by government security forces. Better data are needed on the extent to which national authorities investigate and ensure accountability for the full range of women's human rights violations (see box 6). The degree of women's participation in the leadership of national human rights bodies remains uneven, as does the number of specialized gender experts used to support investigations (see box 7).

Box 6

Indicator: Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies. From 1 January to 31 December 2012, 14 allegation letters or urgent appeals were sent by United Nations special procedures mandate holders to eight of the countries and territories reviewed.[a] They concerned the killing of women by stoning for adultery; the targeted killing of women political activists; violence against and intimidation of women human rights defenders; physical violence against and sexual abuse of women migrant domestic workers; and extrajudicial executions, enforced disappearances, torture, arbitrary detentions, abduction, rape and other forms of conflict-related violence against women.

[a] Countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2012, or concerning which the Security Council was seized between 1 January 2010 and 31 December 2012, or countries or territories that received programmatic funds from the Peacebuilding Fund in 2012.

Box 7

Indicator: Number and percentage share of women in governance bodies of national human rights bodies. Of the 31 countries and territories reviewed,[a] 12 had national human rights institutions accredited with A or B status,[b] with women holding 27 per cent of their leadership positions. Five institutions had specific units, departments or committees dealing with women's rights and gender issues. Three had units dealing with discrimination and vulnerable groups, under which gender-based discrimination was specifically addressed. Three institutions released thematic reports on, respectively, the situation of widows, sexual violence against women and girls and trafficking in women and girls.

[a] See box 6, note a.

[b] For information on the accreditation procedure, see http://nhri.ohchr.org/EN/Pages/default.aspx.

Strengthening efforts to prevent and mitigate conflict

14. To address the root causes of conflict and threats to the security of women and girls, I encourage stronger attention to be paid to means that bridge the gaps between the political, human rights and development arms of the United Nations, including in mission withdrawal or drawdown, to addressing the full range of socioeconomic and political drivers of lasting peace and to strengthening community resilience and capacity for non-violent conflict resolution. For example, the United Nations Integrated Mission in Timor-Leste and the United Nations country team devised a joint workplan over the drawdown period to gradually hand over the Mission's gender-related tasks to the country team.

15. There is good practice in women's engagement in strengthening community security and preventing conflict. In Haiti, the Women's Association of Le Borgne convenes a local security committee with the participation of representatives of local judicial, police and public health authorities and religious and civil society leaders, so as to identify and respond to security issues facing women and girls. In Kyrgyzstan, the Women's Peace Network works closely with communities and local authorities to resolve local conflicts, contributing to sustaining peace, especially in the south of the country. Much of women's conflict prevention work continues to go unrecognized and lacks consistent funding and institutional support.

B. Participation

16. In resolution 1325 (2000), the Security Council urged increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management and resolution of conflict. Data on women's participation in formal conflict resolution in the past year indicate increases in the presence of women in negotiating parties' delegations in processes supported by the United Nations and in the extent to which mediators and negotiating parties receive advice from gender experts and consult women's civil society organizations, in addition to the inclusion of gender-sensitive language in some peace agreements (see boxes 8 and 9). These positive developments require

continued effort and commitment by all actors involved. In mediation, historic firsts included the appointment in 2012 of Aïchatou Mindaoudou Souleymane as Acting African Union-United Nations Joint Special Representative for Darfur, Head of the African Union-United Nations Hybrid Operation in Darfur and Joint African Union-United Nations Chief Mediator for Darfur ad interim, and the appointment in 2013 of Mary Robinson as my Special Envoy for the Great Lakes Region.

Box 8

Indicator: Representation of women among mediators, negotiators and technical experts in formal peace negotiations (and consultations with civil society). In 2012, the United Nations led or co-led 12 formal peace negotiation processes. In those processes, all (100 per cent) United Nations mediation support teams included women, an increase from 86 per cent in 2011. Of the nine[a] processes with active negotiations during 2012, six had at least one woman delegate. Those women either held a significant position, including one as head of delegation, or provided technical expertise to the team. Gender experts were deployed to 85 per cent of conflict resolution processes led or co-led by the United Nations, an increase from 36 per cent in 2011. Consultations with women's civil society organizations were conducted regularly in all the processes, a significant increase from 50 per cent in 2011.

[a] Of these, two negotiations were held at the ministerial level to settle border and name disputes.

Box 9

Indicator: Percentage of peace agreements with specific provisions to improve the security and status of women and girls. Of 10 peace agreements[a] signed in 2012, 3 (30 per cent) included provisions on women, peace and security, an increase from 22 per cent in 2011 and 2010. The United Nations supported 5 of the 10 peace mediations, of which only 1 (20 per cent) included women, peace and security provisions — a proportion lower than the figure of 50 per cent in 2011. Among the peace agreements with women, peace and security provisions was the United Nations-supported agreement on Somalia, signed in February 2012, which contained commitments to advancing women's political participation. Not brokered by the United Nations, the two agreements signed in the Philippines affirmed the rights of women to political participation, protection from all forms of violence, equal opportunity and non-discrimination.

[a] For the purpose of data collection, the Department of Political Affairs includes, under the term "peace agreements", cessation of hostilities agreements, ceasefire agreements, framework agreements and overall peace agreements signed between at least two parties to a conflict, intended to end, prevent or significantly transform a violent conflict so that it may be addressed more constructively.

Women's participation in peace processes

17. High-profile consultations were held to enable women to communicate their conflict resolution proposals. In April 2013, a high-level conference on women's leadership in the Sahel region was organized by the European Union, the Office of my Special Envoy for the Sahel and UN-Women. Women participants called for efforts to engage women in all talks to resolve the crises in the region. They urged the international community to dedicate more funds to advance women's rights and empowerment, endorse temporary special measures to accelerate women's access to political office and support gender-sensitive transitional justice and rule of law reforms. My Special Envoy for the Great Lakes Region of Africa, as part of the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo, convened a regional conference on women, peace and security and development. The Bujumbura Declaration, adopted in July 2013 at that conference, is a road map for women's participation in the implementation of the Framework. In the case of both special envoys, the consultations were held very early in their tenures, setting an excellent example for others to follow.

18. Capacity-building for women leaders increases the impact of consultations. In Myanmar, UN-Women, in partnership with the Shalom (Nyein) Foundation and Swisspeace, brought together 22 women leaders from several areas of Kachin State for peer-to-peer mentoring, so as to build capacity to influence the continuing peace talks. Following her participation in the training, a woman parliamentarian was included in the subsequent round of peace talks in Kachin State in May 2013. In Colombia, the Organization of American States Mission to Support the Peace Process established a round table with women's groups as part of the larger civil society round table, monitored situations of violence against women and girls and brought them to the attention of the relevant authorities during high-level meetings. At the request of the parties to the negotiation and the Colombian Congress, the United Nations facilitated regional and national consultations, ensuring that approximately half of the participants were women.

19. There has been a deepening of expertise on gender and mediation and greater use made of these resources. Three of the eight members of the 2013 Mediation Support Standby Team (37 per cent) were women, including an expert on gender and social inclusion, marking an increase from 2011 when only one woman was on the Team. In addition, more guidance on gender-responsive mediation is being developed. The Organization for Security and Cooperation in Europe (OSCE) is developing a toolkit on enhancing the role of women and mainstreaming gender perspectives in mediation and peace processes, to be launched in 2013. The Intergovernmental Authority on Development and the Organization of Islamic Cooperation reported on the establishment of mediation units and training targeting both women and men mediators.

20. The Department of Political Affairs launched a three-year initiative conducting high-level seminars on gender and inclusive mediation processes for envoys, mediators and senior mediation experts to promote women's participation and build inclusive, gender-sensitive mediation capacity and introduce options for gender-relevant provisions, including specific language, for the key thematic areas of peace agreements. To date, three seminars have been convened and 75 envoys, mediators and senior staff from the United Nations, regional organizations and Member States

have participated. My Special Representative and Head of the United Nations Support Mission in Libya and my special envoys for the Sahel and for the Great Lakes Region each requested a high-level gender adviser to support their teams. The advisers were provided by UN-Women. Such examples of gender-responsive mediation practice should become standard. I urge countries engaged in resolving conflict to appoint women to negotiation roles and to draw on the technical gender expertise and guidance available from the United Nations and other sources.

21. Stronger incentives such as training and additional financing are needed to encourage negotiating parties to include women and consult gender experts. Potentially effective mechanisms include earmarking funds to cover the costs of women's participation in negotiating delegations; supporting women's civil society and cross-party coalitions to feed recommendations into formal negotiations; and requesting Member States to include women when hosting peace conferences, national dialogues and friends meetings. Some progress has been made on women's participation in recent international donor and engagement conferences. For example, women civil society leaders participated in and presented their recommendations at an international donor conference for Mali held in Brussels in May 2013. The recommendations were reflected in the outcome document.

Women's participation in post-conflict elections and representation in non-elected bodies

22. Transitions can present opportunities to strengthen women's leadership, empowerment and rights in the process of restoring the rule of law and governance systems. In 2012, the Security Council stressed the importance of promoting women's full and equal participation in post-conflict electoral processes and constitutional reform. It noted that attention must be paid to women's safety before and during elections (see S/PRST/2012/23). Progress was registered in some States. In the 2012 election in Timor-Leste, for example, women won 38.4 per cent of seats in the parliament, surpassing the quota of 30 per cent adopted that year. In other countries, there have been setbacks. In Afghanistan, the parliament passed a law in July 2013 to reduce the provincial council seats reserved for women from 25 to 20 per cent. Targeted efforts still need to be made by all Member States to accelerate progress in accordance with globally agreed goals and targets. Box 10 provides further information.

Box 10

Indicator: Women's political participation in parliaments and ministerial positions. As at 31 July 2013, women accounted for 21 per cent of parliamentarians globally, an increase of 1 per cent from the 2012 figure. In the countries and territories reviewed, women's participation stood at 16.4 per cent, compared with 18 per cent for the aggregate of countries reviewed in 2012 and 2011. While various electoral systems are used by States, outcomes in these countries show that more women have been elected under proportional representation systems and mixed systems than under first-past-the-post majority or plurality systems. There is a significant difference in the proportion of women elected in countries that have adopted temporary special measures in the form of electoral quotas compared with those that have not (an average of

27.4 per cent of women in States with electoral quotas in the countries and territories reviewed,[a] compared with 10 per cent in States with no quotas). As at 1 January 2012,[b] women held 12.7 per cent of ministerial positions in the aggregate of countries and territories reviewed, compared with 14.6 per cent for countries reviewed in 2012 and 14 per cent in 2011.

[a] See box 6, note a. Of the 31 countries reviewed, 26 had data on representation of women in the single or lower house of parliament.
[b] No new estimates have since been published by the Inter-Parliamentary Union.

23. The United Nations continues to encourage inclusive electoral processes that pay specific attention to women and underrepresented groups. In the past year, gender-sensitive technical advice on electoral reform was provided to several States, including Iraq, Libya, Nepal and Somalia. In Iraq, the Cabinet approved a reform requiring a quota for women in parliament of 25 per cent and a quota of 30 per cent for ministerial posts. The Department of Political Affairs and the United Nations country team provided technical advice for the 2013 provincial council elections in Iraq in which women secured 26 per cent of seats, just above the quota of 25 per cent.

24. In addition, greater efforts should be made to offer training to women candidates contesting elections and to those elected. Ahead of the presidential, parliamentary and local council elections in Sierra Leone in November 2012, a mobile training programme was implemented to support women to develop campaign strategies. For the first time, a female mayor was elected in the north, where cultural and religious barriers had previously been obstacles to women seeking leadership positions. Women's civil society organizations play a vital role in raising awareness in their local communities about the importance of voting, in providing information on polling day procedures and by serving as official election observers. For example, women's groups in the States members of the Mano River Union, in West Africa, have joined forces to observe recent elections in the region. I encourage Member States to increase their support for civilian observation and training for women candidates and new female parliamentarians as a long-term investment in strengthening good governance and inclusive politics.

25. More globally comparable data are needed on women's participation in politics at the local level, women's leadership in political parties and community-based organizations and women's participation as voters and candidates. Special efforts must be made to collect and analyse women's voter registration and turnout data to inform future electoral assistance. Increasingly, more States, through their electoral management bodies, have begun reporting this type of data. Measures for collection of sex-disaggregated data on voter turnout, for example, were recently approved in Iraq. Many factors constrain women's voter turnout and decision to run for office, including family and caregiving responsibilities that limit women's time and mobility to engage in voting or political debates, lack of access to financial resources and fear of political and gender-based violence. Concerns have also been raised about women's relatively poor access in some contexts to the documents required to register and vote, such as identification documents or citizenship certificates. This problem is particularly acute for refugee and displaced women.

These obstacles significantly hamper women's participation in elections — a gender-specific democratic deficit that is of serious concern in restoring inclusive governance.

26. It is essential to continue to improve systems promoting women's participation and representation in public decision-making in conflict-affected contexts. Beyond elections, this requires proactive steps to build women's leadership and participation in institutions such as electoral management bodies, disarmament, demobilization and reintegration commissions, constitutional committees, law reform commissions, peace committees, transitional justice authorities, border commissions and security sector institutions, as well as in local-level governance and service delivery. Some progress has been made. For example, Timor-Leste established a quota of 30 per cent for women in public administration, while South Sudan mandated a quota of 25 per cent for women in all levels of government. As a result of concerted efforts by a range of stakeholders, women currently make up 30 per cent of the participants in the Yemeni National Dialogue Conference.

Women's share of senior positions in the United Nations and regional organizations

27. Recognizing the need to improve the presence of women in peacekeeping and political missions, the Department of Field Support, the Department of Political Affairs and the Department of Peacekeeping Operations launched a 12-month project on bridging the civilian gender gap in peace operations to develop specific actions for attracting, retaining and supporting female staff. The project deals with organizational challenges to women's advancement and presents actionable, often resource-neutral, solutions. I expect that this will contribute to reversing the decline in numbers of women in some areas of middle and senior mission management evident in box 11.

Box 11

Indicator: Women's share of senior positions in United Nations field missions. As at 31 December 2012, women headed 4 of the 27 (15 per cent) peacekeeping, political and peacebuilding missions (in the Central African Republic, Cyprus, Liberia and South Sudan), compared with 6 of 28 (21 per cent) in December 2011, and were deputy heads of 4 (15 per cent) (in Burundi, the Central African Republic, Iraq and the Sudan (Darfur)), down from 5 (18 per cent) in 2011. In the political and peacebuilding missions in 2012, women's share of senior positions (P-5 to D-2) rose to 25 per cent, 7 per cent higher than in 2011. In the peacekeeping missions, however, the figure remained unchanged at 21 per cent. Comparatively, in the 15 reporting United Nations programme and observer entities,[a] women's share of senior positions reached almost 36 per cent, up from the 31 per cent reported at the end of 2011.[b]

[a] Food and Agriculture Organization of the United Nations, International Organization for Migration, International Fund for Agricultural Development, Office for the Coordination of Humanitarian Affairs, Office of the United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP),

United Nations Environment Programme, United Nations Educational, Scientific and Cultural Organization, United Nations Human Settlements Programme, United Nations Office on Drugs and Crime, United Nations Population Fund (UNFPA), United Nations Relief and Works Agency for Palestine Refugees in the Near East, UN-Women and World Food Programme (WFP).

[b] Because the number of reporting agencies has changed over time, the higher share of women in managerial positions does not necessarily imply a real increase.

28. Regional organizations have made progress in promoting women's participation and representation (see box 12). In this regard, I welcome the election of the first female Chairperson of the African Union Commission, Nkosazana Dlamini-Zuma.

Box 12

Indicator: Number and percentage share of women in executive positions of relevant regional and subregional organizations involved in preventing conflict. As at December 2012, 105 women were working in executive positions[a] in the six regional and subregional organizations involved in preventing conflict that reported data,[b] meaning that 24 per cent of the total leadership positions were occupied by women. Most of these high-level women executives were headquarters-based, where the percentage of women leaders reaches 37 per cent, compared with just 17 per cent of leadership posts occupied by women elsewhere in the organizations, including country offices, special representatives and mediators.

[a] Including headquarters high-level executives (equivalent to International Standard Classification of Occupations No. 88, Major Group 1: Legislators, senior officials and managers, special representatives or envoys, heads of country offices, heads of missions and mediators.

[b] Commonwealth Secretariat, Council of Europe, European Union, Intergovernmental Authority on Development, Organization of American States (OAS), OSCE.

Gender experts

29. In 2012, in follow-up to my report on civilian capacity in the aftermath of conflict (A/66/311-S/2011/527), UN-Women, the Department of Peacekeeping Operations, the Department of Political Affairs, UNICEF, UNDP and UNFPA jointly commissioned a review of gender expertise in post-conflict contexts to assess the adequacy of deployment and coherence throughout the United Nations system in addressing gender issues in peacekeeping and peacebuilding contexts. Several good practices were identified, including the placement of senior gender experts in the offices of my special representatives or resident coordinators to provide strategic gender mainstreaming advice and the value of embedding sector-specific gender expertise in substantive sections. It was further recommended that gender advisers should be placed at the subnational level in mission settings and that coordination

and coherence should be improved through the gender theme groups. Box 13 provides information on the percentage of field missions with senior gender experts.

Box 13

Indicator: Percentage of field missions with senior gender experts. Continuing the trend from 2011, as at December 2012, 60 per cent of all peacekeeping missions had gender advisers and 47 per cent had gender focal points, while 50 per cent of all field missions (including regional offices) managed by the Department of Political Affairs had gender advisers, a similar proportion to that recorded in December 2011, and 83 per cent had gender focal points. In addition, as at 31 December 2012, six women protection advisers had been deployed, all to South Sudan.

30. A number of regional organizations, including the European Union, the North Atlantic Treaty Organization (NATO), OAS and OSCE, reported on recruitment and deployment of technical gender experts to operations and missions. For example, the Common Security and Defence Policy military and civilian missions of the European Union include gender and/or human rights advisers in their teams.

C. Protection

31. Continued incidents of human rights abuses of civilians, including mass rape, killing and maiming, indicate that, the stronger policy frameworks notwithstanding, protection of civilians remains a serious challenge. For example, in November 2012, the protection cluster in Somalia reported that gender-based violence had increased tenfold over the previous year, with as many as 115,000 incidents reported. In Afghanistan in 2012, while the overall number of civilian casualties decreased for the first time since the United Nations Assistance Mission in Afghanistan began collecting those data, the number of Afghan women and girls killed or injured increased by 20 per cent compared with 2011. The majority of those killed were targeted by anti-government elements while engaging in everyday activities, but some were high-level government officials targeted for working on women's rights, including the acting Director of the Laghman Province Women's Affairs Department, Nadia Sidiqi. In the eastern Democratic Republic of the Congo, mass rapes have accompanied the hostilities between the Government and groups such as the Mouvement du 23 mars. Syrian and Malian women and girls continue to be at great risk of human rights violations, whether in their communities or refugee settings.

32. The Security Council increasingly addresses issues pertaining to protection of civilians in its situation-specific resolutions, in particular through mandates in United Nations peacekeeping operations that include concerns specific to women and girls. Since 2012, eight country situations have been addressed by the Council's informal Expert Group on Protection of Civilians (Afghanistan, Côte d'Ivoire, the Democratic Republic of the Congo, Iraq, Mali, Somalia, South Sudan and the Sudan), to which the Office for the Coordination of Humanitarian Affairs provided a briefing on protection issues pertaining to women and girls. In the context of

peacekeeping operations with expanded mandates, it is vital that the Council continue to carefully consider their implications for the protection of civilians and pay close attention to their impact on women and girls in particular.

Action to ensure more gender-responsive implementation of protection mandates and tasks

33. A review of directives issued by heads of military and police components of United Nations peacekeeping missions (see box 14) indicates an increase in references to the protection of women and girls, a practice that should be continued and scaled up.

Box 14

Indicator: Extent to which measures to protect women's and girls' human rights are included in directives issued by heads of military components and heads of police components of peacekeeping missions. Of the military strategic concepts of operations and force operation orders issued by mid-2013[a] across eight peacekeeping operations, 67 per cent (10 of 15) included measures protecting the human rights of women and girls; this marks an increase from 56 per cent reported in mid-2012. Implementation reports were received for 70 per cent of directives including such measures. Of police components in 19 missions, 93 per cent of directives included such measures.

[a] The most recent data available for this indicator date from mid-2013.

34. Initiatives to improve directives have been taken by regional security organizations. For example, the NATO Strategic Commands revised the directive on integrating Security Council resolution 1325 (2000) and the gender perspective into the NATO command structure to ensure that all forces systematically integrated gender perspectives into planning and reporting mechanisms.

35. Several contributors to the present report highlighted training on women's human rights, including prevention of and response to sexual and gender-based violence for military, police and civilian personnel deployed to international peace operations. Similar training is being developed for some national security and law enforcement institutions. For example, the International Security Assistance Force is making efforts to ensure that a gender perspective and human rights are taken into account in handover planning ahead of a possible 2014 resolute support mission to train, advise and assist Afghan national security forces. In Mali, United Nations and European Union actors collaborated to provide training for thousands of members of the Malian armed forces on protection of women and girls and on international humanitarian law.

36. Increasing the proportion of women in uniformed components of peacekeeping operations and national security sector institutions is crucial to the effective implementation of protection mandates. Women can be better placed than men to carry out some peacekeeping tasks, including working in women's prisons and assisting female ex-combatants during demobilization. The Department of

Peacekeeping Operations has set a target of 20 per cent female police participation in peacekeeping operations by 2014 and guidelines recommend that troop-contributing countries send at least the same proportion of female military peacekeepers as in their national forces. As at December 2012, 10 per cent of all police (including formed police units) were women, as in December 2011. Women's share of military posts also held constant, at 3 per cent of the 79,750 individual troops.[8] Currently, 10 police- and troop-contributing countries have 20 per cent or more women military and police personnel,[9] although together these countries contribute less than 350 military and police personnel. Of the top 20 contributing countries, only 2 have 10 per cent or more women: South Africa (16 per cent) and the United Republic of Tanzania (10 per cent).[10] Several States contributing to the present report, including Argentina, Australia, Austria, Bosnia and Herzegovina, Burkina Faso, Colombia, France, Guatemala, Italy, Mexico, Norway, Portugal, the Republic of Moldova, Spain, Sweden, Switzerland, Thailand and Uruguay, reported having adopted special measures to promote the recruitment and retention of women in the military and/or police. I continue to call upon Member States to increase their contributions in this area.

Protection in situations of displacement

37. For displaced and refugee women, vulnerability to sexual and gender-based violence is exacerbated by poor conditions of shelter, whether in urban or camp settings, low availability of specialized services, weak implementation of referral pathways and standard operating procedures to deal with incidents and survivors, general insecurity and limited recourse to justice. Unaccompanied women and girls, those who head households and pregnant, disabled or older women face particular challenges that are linked to limited livelihood options and high vulnerability to violence. Such vulnerabilities often trigger responses that put women and girls' safety at risk, such as sex work or early marriage. The growing concentration of displaced people in urban areas raises new gender-specific challenges that require further analysis and specific responses.

38. Gender-based discrimination in nationality laws exacerbates the vulnerability of displaced women and their children. A survey by UNHCR found unequal treatment of women in nationality laws in at least 25 countries, with women unable to confer nationality to their children, resulting in some situations of statelessness for children whose families are displaced and fathers killed or missing. Women may also lack access to basic rights owing to inadequate registration and personal documentation, including identity cards, marriage or divorce certificates and birth certificates for their children. It is essential to promote equality in citizenship and nationality laws and to support Governments to provide registration documents to all women and girls, including displaced women, in conflict-affected countries.

39. Gender-specific issues affecting refugee status merit greater attention. The Council of Europe Convention on Preventing and Combating Violence against

[8] Gender statistics by mission, for the month of December 2012. Available from www.un.org/en/peacekeeping/resources/statistics/gender.shtml.

[9] Belarus, Jamaica, Norway, Palau, Samoa, Sierra Leone, Sweden, Tajikistan, Thailand and Zimbabwe.

[10] Ranking of military and police contributions to United Nations operations, as at 31 December 2012. Available from www.un.org/en/peacekeeping/resources/statistics/contributors_archive.shtml.

Women and Domestic Violence, for example, requires States parties to offer gender-sensitive reception procedures for refugees. It also requires a gender-sensitive interpretation of grounds for asylum to recognize that gender-based violence may constitute persecution within the meaning of article 1A (2) of the 1951 Convention relating to the Status of Refugees.

Other emerging protection-related concerns

40. To date, scant attention has been paid to the role of women's economic and social rights as a fundamental component of protection. Access to land, inheritance and property is essential to women's livelihoods and security and directly linked to reducing women's financial dependency and, therefore, vulnerability to violence. In many contexts, women can use or own land only through their relationships with men, including fathers, brothers or husbands. If the relationship ends, women are at serious risk of losing land or property, resulting in economic and physical insecurity.

41. The proliferation of small arms and light weapons poses a serious security concern for women. The Arms Trade Treaty, adopted on 2 April 2013, is the first treaty to recognize the link between gender-based violence and the international arms trade. States parties are called upon, when assessing whether to export items covered under the scope of the Treaty, to take into account risks that the arms or items would be used to commit or facilitate serious acts of gender-based violence or serious acts of violence against women and children. As at early September 2013, the Treaty had been signed by 84 States and ratified by 4 (Antigua and Barbuda, Guyana, Iceland and Nigeria).

42. Many contributors to the present report highlighted good and promising protection practices: special protection teams and patrols, family protection units in police stations, legal services, centres for integrated health, psychosocial and legal services and improvements in community and camp security through measures such as the installation of solar street lamps. For example, 14 new family protection units were established in Iraq in 2012 with the support of UNDP. In addition, the swift deployment of human rights and humanitarian observers to situations of concern to monitor and report on gender-related protection issues and human rights violations is essential to informing policy and programmatic responses.

D. Peacebuilding and recovery

43. In its resolution 1889 (2009), the Security Council noted the central role played by women in peacebuilding and called for action to overcome obstacles to their access to public services, economic resources and opportunities to participate in public decision-making. Continuing challenges faced by women and girls, especially those heading households and those from socially excluded groups, in securing services and livelihoods, protecting assets and seeking justice and redress for wartime abuses of their rights require targeted actions and resources from the outset.

Economic recovery and access to resources

44. During and after violent conflict, the proportion of female-headed households can increase and frequently have much higher dependency burdens than male-headed households. Poverty in such households is significantly exacerbated where

gender-biased inheritance laws deprive women of access to the property of a deceased or missing spouse, while livelihood options for women are generally in the form of self-employment in informal work or unpaid family labour. Research by UN-Women indicates that an increase in women's income and control over income results in higher spending on education and health, increases in child survival rates, higher girls' education rates and improved domestic food security. Such findings notwithstanding, women's economic security post-conflict is rarely treated as a priority.

45. Efforts were made in the past year to ensure that post-conflict employment programmes specifically targeted women as beneficiaries. They included UNDP-led work to meet the target of my seven-point action plan on gender-responsive peacebuilding (see A/65/354-S/2010/466) of ensuring that women obtain at least 40 per cent of jobs available in post-conflict emergency employment programmes (see box 15).

Box 15

Indicator: Percentage of benefits from temporary employment in the context of early economic recovery programmes received by women and girls. In 2012, UNDP work towards the reintegration and livelihood stabilization of ex-combatants and conflict-affected populations through economic opportunities provided temporary employment to more than 165,000 individuals (34 per cent of whom were women) in Afghanistan, Burundi, the Democratic Republic of the Congo, Haiti, Somalia and the State of Palestine. The percentages of women beneficiaries[a] varied from 15 to 55 per cent, depending on the country.

[a] The proportion of women beneficiaries is presented as a proxy for the official indicator. Data compilation processes and methodology are being developed to report on the percentage of benefits in the future.

Disarmament, demobilization and reintegration and security sector reform

46. Security institutions and reform processes should be judged by the extent to which they deliver effective services to diverse groups of women, men, boys and girls. Disarmament, demobilization and reintegration programmes have seen an increase in the share of women participants (see box 16), with gender-tailored reintegration provided in, for example, Burundi and Nepal, as the programmes wound down. In December 2012, the United Nations launched an integrated technical guidance note on gender-responsive security sector reform, which provides strategic and operational advice on increasing the sector's responsiveness to women and girls and increasing women's participation in the sector.

Box 16

Indicator: Percentage of benefits from disarmament, demobilization and reintegration programmes received by women and girls. In 2012, of a total of 17,668 participants in disarmament, demobilization and reintegration programmes supported by the United Nations, 4,420 (25 per

cent) were women, compared with 20 per cent in 2011. The percentage of female beneficiaries continued to vary by country and programme, ranging from 30 per cent in Burundi and South Sudan to 15 per cent in Afghanistan and the Sudan.

Rule of law and transitional justice

47. Rebuilding justice and the rule of law is critical to protecting women's equal rights in the aftermath of conflict. Gender-sensitive legal and institutional reform, in conformity with international standards, should be accorded priority in order to stem continuing violence against women and to protect social and economic rights so that women can participate fully in recovery. A recent mapping by UN-Women of all United Nations funding and programming in the area of women's access to justice in conflict and post-conflict settings found that there was a tendency to accord priority to capacity development, while infrastructure and efforts to tackle gender-specific obstacles to gaining access to justice had lagged behind. Likewise, more effort is needed to engage with and secure women's rights within informal justice systems, and with community or religious leaders, given that these are often the sites for dispute resolution most readily available in post-conflict situations. Innovative measures that should be replicated include mobile courts in the Democratic Republic of the Congo and women's paralegal groups in Nepal, supported by UNDP and others, in addition to femicide courts in Guatemala. Women's representation in the justice sector plays a significant role in increasing reporting of crimes and enhancing public trust in rule of law institutions, and should feature more prominently in justice sector reform initiatives.

48. Possibilities offered by transitional justice processes (both judicial and non-judicial) in tackling the root causes of impunity for violence against women and the links to continuing violence or exclusion are underused. While greater attention has been paid to prosecution for sexual violence crimes than hitherto, more must be done to ensure that transitional justice addresses the full range of conflict-related violations of women's rights, including gender-specific impacts of forced displacement, violations of social and economic rights, enforced disappearances and destruction of civilian infrastructure. Owing to discriminatory legal frameworks and practices, women and girls are both more vulnerable to conflict-related violations and suffer aggravated impacts as a result of such violations. Consistent efforts are needed to ensure representation of women's perspectives in the design, implementation and monitoring of transitional justice processes, including in the work of truth and reconciliation commissions (see box 17), in addition to supporting women's access, including through provision of translation, transport and childcare. I welcome the efforts of the newly appointed Special Rapporteur on the promotion of truth, justice, reparation and guarantees of non-recurrence to make recommendations to advance gender-responsive transitional justice measures, in addition to the new general comment on women affected by enforced disappearances adopted by the Working Group on Enforced or Involuntary Disappearances.

Box 17

Indicator: Extent to which truth and reconciliation commissions include provisions to address the rights and participation of women and girls. From June 2012 to June 2013, three truth commissions supported by the United Nations continued their work (in Brazil, Côte d'Ivoire and Kenya) and one was established (in Mali). Two (50 per cent) of the commissions had internal gender mechanisms: as reported in 2012, the commission in Kenya had a special services unit whose mandate included gender issues, while the commission in Brazil developed a working group on dictatorship and gender, with a specific focus on sex-based and gender-based crimes. Women's representation among commissioners in Brazil rose from 33 per cent in 2012 to 40 per cent in 2013. In Mali, 21 per cent of the appointed commissioners are women. Only one commission, that of Kenya, published a report during the relevant period. The report includes a chapter on sexual violence and gender-specific recommendations.

49. Transitional justice measures should also be implemented comprehensively to secure victims' full rights to redress. I have noted a trend in recent years towards the use of reconciliation or dialogue commissions in conflict-affected States. While such bodies have a critical role to play in post-conflict recovery, they should not be a substitute for accountability nor become a cover for impunity. Nor should they replace victims' rights and access to reparations, which is the most gender-responsive, yet neglected, transitional justice measure. In Kosovo,[11] efforts of women and gender advocates resulted in 2013 in an amendment to a key law to include recognition of sexual violence survivors as civilian victims of war so that they would qualify for pensions and financial support. While securing reparations for sexual violence survivors is important, greater attention needs to be paid to the delivery and impact of reparations programmes and how they can be made to fulfil their transformative potential in women's lives (see A/HRC/14/22 in this regard).

Access to basic services, including education and health services

50. Gender-based enrolment disparities are shrinking on aggregate but remain significant in some contexts, notably in countries affected by war. As at June 2013 in Somalia, only 710,860 children of an estimated 1.7 million primary school-age children were enrolled in school, and only 37 per cent of school learners were girls (see box 18).[12]

[11] References to Kosovo shall be understood to be in the context of Security Council resolution 1244 (1999).

[12] See www.unesco.org/new/en/no_cache/unesco/themes/pcpd/dynamic-content-single-view/news/working_through_the_challenges_unesco_helps_bring_hope_and_progress_in_somali_education_during_a_difficult_week/#.

Box 18

Indicator: Net primary and secondary education enrolment ratios, by sex. The total net enrolment ratio in conflict and post-conflict settings[a] remains below global rates, and gender disparities tend to be larger. In conflict-affected countries, only 47 per cent of girls of primary education age were enrolled in school in 1999 (compared with 79 per cent of girls globally). This figure increased to 74 per cent in 2011 (88 per cent globally). The gender gap appears to be closing over time even in conflict-affected countries, given that the net enrolment ratios for girls were 4 per cent below the total ratio in conflict environments in 2011, compared with 8 per cent in 1999.

Although the net enrolment ratio in conflict-affected countries has increased by 42 per cent since 1999, it peaked in 2007, when 84 per cent of primary school-age children were enrolled (80 per cent in the case of girls). Since then, the trend has reversed, with the total net enrolment ratio decreasing by 7 per cent between 2007 and 2011 (8 per cent for girls).

In conflict-affected countries, net secondary enrolment ratios stood at 30 per cent in 1999 and 52 in 2011 (42 and 21 per cent lower, respectively, than the global figures). The gender gap is narrower at the secondary level, with female ratios fluctuating between parity and 3 per cent below the total ratios in the past decade.

[a] See box 6, note a. Of the 31 countries and territories reviewed, 28 had available data. Net enrolment ratio country estimates are based on data from the United Nations Educational, Scientific and Cultural Organization Institute for Statistics: www.uis.unesco.org/DataCentre/Pages/Transition2.aspx?SPSLanguage=EN.

51. Initiatives to increase girls' access to education include efforts to improve security and provide incentives for girls to attend school in Afghanistan. The Ministry of Education clears landmines from primary school surroundings and assigns protection officers for teachers and pupils. WFP distributed oil rations for girls in almost 2,500 Afghan schools in 2012 to encourage enrolment and attendance. In Yemen, UNICEF worked with the national authorities to establish temporary learning spaces, back-to-school campaigns and psychosocial support, reaching 110,000 girl pupils of 270,000 pupils.

52. Maternal mortality is an indicator of other factors relating to women's well-being, such as overall health, distance to health facilities, ease of transport and security. Box 19 shows that the rates in conflict contexts are significantly higher than the global average.

Box 19

Indicator: Maternal mortality ratio. In conflict and post-conflict settings, the rate of maternal mortality tends to be approximately 50 per cent higher than the global average. For the countries and territories reviewed,[a] that rate was of 716 deaths per 100,000 live births in 1990 and

decreased to 438 deaths per 100,000 live births in 2010. In 2010, only 58 per cent of all births in conflict-affected countries were attended by skilled health personnel. This figure was almost 10 percentage points lower than the aggregate figure for all countries with data.[b] Although the attendance of skilled personnel at birth in conflict-affected countries has improved by 30 per cent since 1990, more than 40 per cent of deliveries are still not being attended by professionals.

[a] See box 6, note a. Maternal mortality ratio aggregates for the 29 countries with data, of 31, were calculated using Maternal Mortality Estimation Inter-agency Group estimates (www.maternalmortalitydata.org/) and birth estimates of the Population Division from the World Fertility Data 2012 (www.un.org/en/population/publications/WFD2012/MainFrame.html). Where no population figures were available for the specific year of the maternal mortality ratio estimates, the closest available population data point was used. If two population estimates were equally close in time, the earlier estimate was used.

[b] According to the regional groupings used to monitor progress towards the Millennium Development Goals (http://mdgs.un.org/unsd/mdg/Host.aspx?Content=Data/RegionalGroupings.htm).

53. I urge Member States and donors to step up their efforts to reduce maternal mortality and expand access to sexual and reproductive health services. Various United Nations entities, such as UNICEF, UNFPA, UN-Women and the World Health Organization, are providing support in this area. For example, UNFPA established nine family health houses in three remote districts of Herat Province, Afghanistan, in 2013. UNFPA also manages and stocks inter-agency emergency reproductive health kits, which include essential medical supplies for post-rape care and can be delivered anywhere in the world within hours of a request.

54. Through my seven-point action plan on gender-responsive peacebuilding, the United Nations is committed to increasing women's participation on the front line of public service delivery, based on evidence that increasing women's participation in delivering public services improves the extent to which services reach women and address their needs. I am deeply concerned about a pattern emerging in 2012 and 2013 whereby health workers in rural areas, some of them women, were attacked in several countries while delivering services of particular importance to women. I urge Member States to ensure the safety of service providers. In addition, concerted efforts need to be made to accord priority to the recruitment of women as public service providers in conflict-affected contexts.

Planning and financing

55. Progress towards attaining the United Nations goal of allocating a minimum of 15 per cent of post-conflict peacebuilding projects to women's empowerment set forth in my seven-point action plan on gender-responsive peacebuilding remains hard to assess given the variations in resource tracking mechanisms or gender markers used by entities (see box 20). To date, only 22 per cent of United Nations entities have a gender marker, although a growing number are piloting one. UNFPA is currently piloting the system and plans a global roll-out in 2014. World Bank data show that lending operations in fragile and conflict-affected States increasingly integrate gender considerations into their design, with a 17 per cent increase in gender-informed projects (from 62 per cent in 2010 to 79 per cent in 2012). Box 20

shows that allocations scoring high on the gender marker remain relatively modest, although a harmonized tracking measure is needed to enable proper comparison between entities.

Box 20

Indicator: Proportion of United Nations system funding used to address gender equality issues, including multi-donor trust funds. According to the gender marker system used by several United Nations agencies since 2009, projects are attributed scores between zero and three. For most agencies, a score of two means that projects have gender equality as a "significant" objective and a score of three means that gender equality is a "principal" project objective. Within this framework, 75 per cent of the Peacebuilding Fund's project allocations scored a two in 2012 — slightly less than the 78 per cent allocated in 2011, but up significantly from the 39 per cent in 2010. Projects that scored a three maintained the 11 per cent share recorded in 2011, well above the 5 per cent allocated in 2010.

In the case of UNDP, the proportion of funds allocated to gender-related initiatives has remained relatively constant, with a slight increase between 2011 and 2012. In 2012, 23 per cent of funds were allocated to projects scoring a two, compared with 22 per cent in 2011. Funds allocated to projects scoring a three stood at 6 per cent in 2012, compared with 5 per cent in 2011.

UNICEF uses a similar methodology, which tracks budget expenditure at the intermediate results level and provides a score of three when either gender equality or girls' or women's empowerment is a principal objective and a score of two when it is a secondary objective. In 2012, 45 per cent of funds scored a two, while 13 per cent scored a three. In 2011, the percentages were 48 and 10, respectively.

A gender marker is also applied to humanitarian consolidated appeal projects. As at the end of 2012, 53 per cent of projects scored the equivalent of a two, meaning that gender equality was a central objective, while only 4 per cent received a score equivalent to having gender equality as a primary objective. Significant improvements in the application of the gender marker methodology were made in both South Sudan and the Sudan in 2013, aided by the provision of gender advisers by the Gender Standby Capacity.

56. In 2012, the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women launched a special thematic funding window addressing violence against women in conflict-affected settings. A significant gap exists, however, between available funds and demand. In 2012 alone, the Trust Fund received a total of 2,210 applications from 121 countries, amounting to $1.1 billion. However, only $8.4 million could be awarded — less than 1 per cent of total demand. Few funding mechanisms are available to support basic organizational capacity development for women's groups. In 2013, the Netherlands launched

"Women on the Frontline", a fund tailored to support organization-building and financial management in start-up women's groups in the Middle East and North Africa to invest in organizational effectiveness. The significant role of women's civil society organizations in advancing peace, stability and women's rights in the aftermath of war notwithstanding, scant information is available on allocations to these organizations.

III. Coordination and accountability for results

57. I welcome the fact that the accountability framework provided by the six Security Council resolutions on women, peace and security has been made further operational in specific policy frameworks, planning and programming by Member States, regional organizations and United Nations entities.

58. As at June 2013, national action plans had been adopted in 42 Member States[13] and others were being finalized. Effective implementation requires robust monitoring, evaluation and reporting mechanisms, together with clearly allocated and well-funded budgets. Also valuable are information-sharing initiatives aiming to engage civil society and efforts engaging local governments. The Governments of Nepal and Sierra Leone published localization guidelines in 2013, aiding local authorities to implement aspects of the women, peace and security resolutions. A growing number of regional and subregional strategies and action plans are being put in place. For example, the secretariat of the Intergovernmental Authority on Development developed a regional action plan and OSCE is supporting one for its members. The Economic and Social Commission for Western Asia continues to engage parliaments in the implementation of resolution 1325 (2000) in the region. UN-Women is undertaking a global review of national implementation of commitments on women, peace and security, building on initiatives under way or planned by NATO, OSCE, the Commonwealth Secretariat and others.

59. Review processes linked to human rights instruments remain useful mechanisms for supporting synergies between the Convention on the Elimination of All Forms of Discrimination against Women and the resolutions of the Security Council on women, peace and security. For example, at its fifty-fifth session, in July 2013, the Committee on the Elimination of Discrimination against Women discussed the implementation of commitments linked to women, peace and security in its examination of periodic reports submitted by States parties to the Convention. Use of the forthcoming general recommendation on women in conflict prevention, conflict and post-conflict situations will offer an additional means of strengthening accountability.

60. In my seven-point action plan on gender-responsive peacebuilding, I introduced a set of pragmatic targets for gender-responsive change in the Organization's approaches to a range of peacebuilding priorities. Monitoring and

[13] Austria, Australia, Belgium, Bosnia and Herzegovina, Burundi, Canada, Chile, the Democratic Republic of the Congo, Côte d'Ivoire, Croatia, Denmark, Estonia, Finland, France, Georgia, Germany, Ghana, Guinea, Guinea-Bissau, Iceland, Ireland, Italy, Kyrgyzstan, Liberia, Lithuania, Nepal, the Netherlands, Norway, the Philippines, Portugal, Rwanda, Senegal, Serbia, Sierra Leone, Slovenia, Spain, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Uganda, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

reporting against these commitments, in addition to the complementary 2011 strategic results framework on women, peace and security (see S/2011/598), has helped to identify good practices but also areas in need of more focused attention by the United Nations system. These efforts are supported through the implementation of a United Nations system-wide action plan to improve gender equality and the empowerment of women. The commitment of senior management was rated as the most critical factor for progress by implementing entities (see E/2013/71).

IV. Observations and recommendations

61. Good practices have emerged in all the areas covered herein. I note that improved monitoring has delivered more effective identification of good practices and gaps. Nevertheless, I regret that I continue to see, in all areas, deficits in opportunities for women to exercise leadership, in resources provided to address their needs and that are necessary to exercise their rights and in the capacity and commitment of peace and security actors to place women's participation and protection at the centre of all approaches. Women's leadership and increased capacity for organizing and participating in decision-making are key factors in accelerating progress. Specific measures are required to create mechanisms for sustained consultation between women and national and international decision makers. Without a significant implementation shift, women's perspectives will remain underrepresented in conflict prevention, resolution, protection and peacebuilding for the foreseeable future.

62. To tackle persisting challenges, I propose strategic measures to remove obstacles to implementation and to respond to emerging issues. I also propose actions for the consideration of the Security Council to accelerate progress and to prepare for the 2015 high-level review of the implementation of resolution 1325 (2000).

A. Implementing existing commitments and identifying and addressing gaps

63. I recommend that Member States, regional organizations and United Nations entities begin reviewing existing implementation plans and targets, assess progress and prepare to formulate new and ambitious targets, where needed, in time for the fifteenth anniversary of resolution 1325 (2000), in 2015.

Prevention

64. To enhance women's contributions to and the gender-responsiveness of conflict prevention efforts, I encourage Member States:

(a) To ensure that the implementation of national action plans on women, peace and security is adequately resourced, that the lead government agency responsible for implementation has a seat on the national security or defence council or equivalent body, and that the public is provided with access to information about the implementation of action plans;

(b) To sign, ratify and implement the Arms Trade Treaty and adopt national laws and policies that link arms control initiatives to the prevention of violence against women and girls;

(c) To use human rights reporting processes, in particular reporting processes under the Convention on the Elimination of All Forms of Discrimination against Women and the universal periodic review, as opportunities for assessing and scaling up efforts for the implementation of the resolutions on women, peace and security and related human rights obligations;

(d) To ensure that the women, peace and security agenda is incorporated into dialogues on the post-2015 development agenda;

(e) To develop dedicated funding mechanisms to support the work and enhance the organizational capacity of women's civil society organizations in conflict-affected contexts and increase contributions to existing mechanisms such as the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women.

65. I encourage regional organizations to build the capacity of women leaders to engage in mediation at all levels, as well as in conflict-resolution and peacebuilding efforts, including by establishing regional advisory bodies of women peace leaders to support conflict-prevention efforts by regional institutions.

66. With regard to the United Nations, I encourage:

(a) The United Nations Environment Programme, UNDP and UN-Women to document good practices on promoting women's participation in natural resource management, climate change adaptation and extractive industry decision-making in post-conflict contexts;

(b) UNHCR to continue to ensure the systematic inclusion of provisions in tripartite voluntary repatriation agreements, and in post-return advocacy initiatives, for the timely acquisition or reacquisition by women of national identification documentation central to the enjoyment of their rights;

(c) UNHCR to continue to ensure that the growing number of displaced women residing in urban settings are fully engaged in the design and delivery of humanitarian interventions undertaken to enhance their protection.

Participation

67. To increase the number and influence of women in public decision-making on conflict-resolution and post-conflict governance, I call upon the United Nations:

(a) To support my special envoys, special representatives and mediators to establish regular consultations with women's organizations and women leaders as early as possible and to ensure that such consultations seek to include marginalized or socially excluded groups of women;

(b) To strengthen the knowledge among negotiating delegations to peace talks and members of mediation support teams of the gender dimensions of peacemaking, including as part of mediation coaching sessions and training on provisions in peace agreements that support the realization of women's rights;

(c) To make gender expertise and/or gender advisers available to all United Nations mediation support teams, in line with recent good practice;

(d) To ensure that all support provided by the United Nations to national authorities, including in the areas of political participation, constitutional reform and public sector reform, includes dedicated gender expertise and/or is sufficiently gender mainstreamed and builds on good practices that promote gender equality and support women's participation.

68. I request UNDP and UN-Women to assess the impact of state-building and decentralization in post-conflict contexts on women's rights and capacity to participate in local decision-making and public service delivery.

69. In view of the growing importance of national dialogue and reconciliation processes in political transitions, I encourage UN-Women, relevant Secretariat entities and UNDP to review women's participation in these processes and their gender-specific impacts, and I call for vigilance to ensure that these processes are not used to facilitate impunity for serious crimes.

70. To meet globally established goals and targets on women's representation and gender balance in relevant institutions, I intend to address organizational barriers affecting the recruitment, retention and promotion of women civilian personnel in middle and senior management levels of United Nations peacekeeping and special political missions through internal reviews and actionable recommendations.

Protection

71. Good practices in relation to the protection of women and girls must be carried out on a larger scale and be routinely conducted by security institutions. I encourage Member States, regional organizations and United Nations entities:

(a) In the case of troop- and police-contributing countries, to develop medium-term plans for meeting the global recruitment goal of increasing the number of women military and police personnel serving in United Nations peacekeeping operations;

(b) To update the analytical inventory of peacekeeping practice to review recent efforts by peace operations led by the United Nations, the European Union, the African Union, NATO, OSCE and other relevant organizations to address the protection and security concerns of women and girls;

(c) To assess the conflict-related security threats to, and ensure the protection of, women human rights defenders, women political leaders, those under threat of violence because of their sexual orientation or gender identity, women war correspondents and all media personnel reporting on women's rights issues;

(d) To ensure equal citizenship rights for women, including the ability for women to pass on their citizenship to their children so that they are not rendered stateless;

(e) To ensure universal and free access to identity documentation and make proactive efforts to register women and girls, in particular those socially excluded owing to rural location, disability, displacement, age, ethnicity, religion, race or other factors;

(f) To adopt national policies on gender-sensitive asylum determination processes that acknowledge the particular forms of persecution that women and girls experience;

(g) To support the global focal point arrangement on justice, police and corrections in post-conflict and crisis areas to improve women's access to justice and security.

Peacebuilding and recovery

72. Efforts to meet and finance the recovery needs of women and girls, in particular female heads of household, must be accelerated, including by reaching the minimum 15 per cent spending targets for post-conflict peacebuilding projects on gender equality and women's empowerment and strengthening women's economic security and ensuring their enjoyment of economic and social rights. Member States and United Nations entities should:

(a) Ensure that humanitarian aid and funding provides for the full range of medical, legal, psychosocial and livelihood services to victims of rape, including access to services for safe termination of pregnancies resulting from rape, without discrimination and in accordance with international human rights and humanitarian law;

(b) Accelerate the harmonization and roll-out of gender markers to better track the contribution of recovery programming supported by the United Nations to gender equality and women's empowerment;

(c) Encourage attention to reparations for specific harms inflicted on and human rights violations suffered by women during conflict, which should aim to support non-repetition, and tackle the root causes of gender-based inequality;

(d) Ensure that compacts adopted between Member States as part of the implementation of the New Deal for Engagement in Fragile States reflect women's priorities and rights in the peacebuilding and state-building process.

B. Supporting consistent implementation of the resolutions on women and peace and security

73. I note herein areas of the work of the Security Council that could benefit from stronger gender and conflict analysis. In addition, when establishing and renewing mission mandates, a more consistent approach with regard to the inclusion of gender-specific provisions could be sought.

74. To take on challenges linked to data gaps and the quality of gender and conflict analysis, I encourage Member States and the United Nations system to place gender experts with specific technical skills within the substantive sections of United Nations peace operations, to deploy women protection advisers to monitor and report on sexual violence in all relevant situations and to provide training to relevant staff on undertaking conflict analysis from a gender perspective.

75. I call upon the Security Council:

(a) To ensure that all elements of resolution 1325 (2000) are systematically addressed, notably by focusing more attention on women's leadership and

participation in conflict resolution and peacebuilding and make the implementation of its women, peace and security mandates a focus of one of its periodic field visits in the coming year and in its consultations with regional bodies;

(b) To invite all commissions of inquiry established by the United Nations investigating situations on its agenda to provide briefings to it on their findings on the gender-specific impacts of the conflict;

(c) To include briefings from the Under-Secretary-General/Executive Director of UN-Women in its schedule with a view to raising gender issues pertinent to its upcoming agenda;

(d) To include, where appropriate, when adopting or renewing targeted sanctions in situations of armed conflict, designation criteria pertaining to violations of women's rights, including acts of sexual violence, death threats or murders of women human rights defenders and journalists, and request that gender experts be included in monitoring groups of relevant sanctions committees to enhance information-gathering on alleged gender-based war crimes;

(e) To include women, peace and security issues in all thematic debates, such as those relating to terrorism, counter-terrorism measures, transnational organized crime and conflict prevention and natural resources.

76. In 2010, the Council expressed its intention to convene in 2015 a high-level review to assess progress in implementing resolution 1325 (2000), renew commitments and address obstacles and constraints (see S/PRST/2010/22). To prepare for this review, I recommend that an independent global study be carried out on the implementation of resolution 1325 (2000), highlighting good practice examples and implementation gaps and challenges, in addition to emerging trends and priorities for action. I would report on the results of the study to the Council in 2015 and make the study available to all States Members of the United Nations.